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ABSTRACT

Two reports chronicle accomplishments of the James Barry-Robinson Institute, a project designed to serve learning disabled (LD) and emotionally disturbed (ED) adolescent male dropouts by helping to increase their employability through special education, career guidance, and social skills training. Both reports are formative evaluations. In the first report, results of the Piers-Harris Self Concept Scale, the Career Maturity Inventory Attitude Scale, Tests for Everyday Living, and the Client Satisfaction Questionnaire, along with staff responses are reported, and successful and unsuccessful project factors are noted. The second report examines career education programs (food service, woodworking, volunteering). Suggestions are made for increasing staff training, emphasizing program development, and establishing formal evaluation standards. (CL)

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Career Development for Dropout LD & ED Adolescent Boys

Two Evaluation Reports on Activities between
April 1, 1980-September 30, 1980
and
October 1, 1980-March 31, 1981

By

Richard C. Pooley, Ph.D.

Prepared For

The James Barry-Robinson Institute, Norfolk, Virginia

Contractual Agreement #80-307 with

Governor's Manpower Services Council, Commonwealth of Virginia

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Norfolk, Virginia — December 1980

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The staff and leadership of the James Barry-Robinson Institute demonstrated remarkable diligence while attending to the complicated matters of implementing and developing such a creative and worthwhile project.

The internal management of the Institute deserve special recognition. They are: Sister Ann Marie Mullen, Executive Director; and Thomas Grisson, James J. Gara, Edward V. Power, T. David Fitzgibbon and John J. Beecher, Board of Directors. Their experienced and personable approach to the solution to complex operational challenges has established an impressive example of organized human capability.

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I. Summary and Recommendations

This report describes and evaluates the activities of the second six months (April 1, 1980 - September 30, 1980) of Grant #80-307, Governor's Manpower Services Council (GMSC), Commonwealth of Virginia. The project was conducted at the James Barry-Robinson Institute in Norfolk, Virginia.

The project is designed to serve Learning Disabled (LD) and Emotionally Disturbed (ED) adolescent boys 14 to 16 years of age. The objective is to overcome handicapping conditions which render them unemployable. Modules of study and work experience are integrated by demonstrating relevant aspects of education to the world of work. Special education, career guidance, and social skills training are provided in a twenty-four hour residential setting. This project is one part of the larger James Barry-Robinson operation.

The project employs 24.5 staff members (e.g., teachers, counselors, child care workers, managers, etc.). It is designed to address a top priority of eight school districts in Planning Area #20 in Southeastern Virginia. The project operates in accordance with the provisions of PL 94-142 and CETA eligibility standards.

In the past year the project has served 35 students, maintaining an average of 22 students per month. Eleven (11) students have completed treatment successfully and 5 have not. Nineteen (19) students were receiving treatment at the end of this report period.

Funds provided for the project year total $102,574 and are provided by GMSC. The cost of service delivery is $2,930.68 per student year.

The project has established functional linkages with 19 community agencies (public and private) in order to enhance the productive experiences of the students in the world of work.

Twenty-one (21) measures were analyzed to test the effects of the project. Although the project did not accomplish 100% of all intended objectives, it did accomplish 68.6% of estimated goals in terms of service delivery.

RECOMMENDATIONS

1) A plan and budget for substitute workers on a regular schedule should be established. Planning and training sessions for all staff are needed on a regular basis to improve program congruence.
2) The results of the test battery together with correlation data should be examined carefully in order to refine project instrumentation.
3) A formal needs assessment should be conducted in order to provide the information necessary to measure project adequacy.
4) Follow-up procedures need to be improved in order to provide timely data to measure performance more precisely.
5) Training in process measurement may be provided to the staff so that they may become skilled in identifying the causal relations between effort and outcome.

II. Background of the Program:

What Was to be Accomplished?

ORIGIN OF THE PROGRAM

This report is the fourth in a series of semi-annual evaluations which document the activities resulting from a contract between the Governor's Manpower Services Council (GMSC), Richmond, Virginia, and the James Barry-Robinson Institute (JBRI), Norfolk, Virginia. The Contract (#Y-79-11) originated on October 1, 1978, and was renewed October 1, 1979, to continue through September 30, 1980.

This report describes and evaluates the activities of the second six months (April 1, 1980 to September 30, 1980) of the continuation (GMSC) Grant #80-307, Commonwealth of Virginia.

THE PROGRAM EFFORT

The program described here is being conducted by the James Barry-Robinson Institute and serves Planning District #20 in Southeastern Virginia and, to a lesser degree, more distant localities. The project serves Learning Disabled (LD) and Emotionally Disturbed (ED) adolescent boys (i.e., fourteen to sixteen years of age). Services are designed to overcome handicapping conditions which render the youths unemployable. Components or modules of study and job assignments are integrated by demonstrating relevant aspects of education to the world of work. Training environments include special education, career guidance, social skills training and direct work experience. It is estimated that 51 students will be served (per year) for a period of nine to twenty-four months resulting in 27 positive terminations, 6 non-positive terminations, and 18 students to be continued beyond this report

period. Most students will be served in a residential setting while others may attend days only.

The James Barry-Robinson Institute employs 33 persons (all levels, e.g., managers, special education teachers, counselors, etc.). This project will involve 24.5 of the staff. The annual budget for this effort is $102,574. Detailed descriptions of the project's intentions are documented in two Project Proposals and three previous program evaluation reports. It is, however, appropriate to summarize here the premise of the program and the service delivery design.

THE CAPACITY FOR EFFORT

The program is designed to respond to the educational needs of a population of teenage boys who are excluded from traditional educational settings because of disturbing behaviors. Such behavior is assumed to be a symptom of social and academic incompetence. The objective of the program is to make the youth competent in basic skills relevant to academic and social functioning and career decision making. The objective is accomplished by integrating the three skill areas into more than a school. It is a treatment program which has a school. In accordance with PL94-142 and CETA eligibility standards, special education training is designed to provide the knowledge necessary to improve social functioning and career decision making. Knowledge acquisition is rehearsed and tested based on the degree to which a student exhibits ever closer approximations of functional behavior. Performance results of the special education program were reported in a previous evaluation report (Pooley, 1980). The program is successful at reducing deficiencies in reading, spelling, and math at significant levels ($p.<.001$; .02; .001) respectively.

Each academic sub-program is linked in a practical way to social skills training in the residential setting and to a career development module wherein the student acquires experience in an on-the-job setting. These settings are designed to provide each student with work experience for fifteen hours per week. The five modules may be viewed as being a continuum from close supervision to relatively remote supervision which requires the student to exhibit increasing levels of responsibility and ability. Students are placed in a module according to individual abilities and interests.

Module 1 (close supervision) provides experience in the preparation and refinishing of painted wooden structures. It also provides training in certain pre-vocational skills. The objectives of Module 1 are:

1) To be able to use a time clock
2) To exhibit appropriate behavior on the job
3) To be able to work together as a group
4) To use materials (i.e., tools and chemical paint removers)
5) To follow safety precautions properly
6) To follow the supervisor's directions

Module 2 (close to moderate supervision) was recently developed by a staff member. Antecedent expectations were lacking for this module and needed to be specified. The work environment concentrated on developing skills relevant to food service and housekeeping. Students were assigned jobs in the kitchen, dining room, and dormitories of the institution. Field trips to food service enterprises were scheduled as well. The objectives of Module 2 are:

1) To use a time clock
2) To learn appropriate hygiene practices

3) To learn to function more independently

4) To improve creative problem-solving skills such as step-by-step orientation to a task

5) To learn the importance of the relationship between social skills and career opportunities

6) To develop a self-monitoring system to improve individual performance

Module 3 (close to moderate supervision) provides experience in grounds maintenance such as cutting grass, cultivating fruit trees and vines, and laying a brick walkway. The objectives of Module 3 are:

1) To demonstrate the proper use and care of basic yardwork hand tools

2) To demonstrate appropriate safety procedures regarding tools and environment

3) To demonstrate appropriate use and care of walking and riding power mowers

4) To develop, schedule, and plan groundscare tasks on institution grounds

5) To use time clock and time accounting procedures

6) To develop an orientation to a task regarding the safe use and care of tools, machinery, and environment

7) To develop job related social skills and behaviors specified on the Supervisor Evaluation Checklist (see Appendix A).

Module 4 (medium supervision) is designed to provide experience in establishing and operating a small business, namely a vegetable/flower stand. The experience is generalizeable to other businesses as well. This module is probably the most extensively developed work experience in the project. The program specifies ten long-term goals for each student via an Individual Vocational Plan. Each long-term goal is sub-divided into step-wise intermediate objectives. Methods and materials, together with evaluative criteria, are specified for each objective. This design provides a well-organized and thorough approach to the task of administering and evaluating vocational training. The long-term goals are:

1) To practice career skills that are relevant to securing employment
2) To practice personal and social adjustment skills relevant to potential employability
3) To identify and solve problems related to operating a small business
4) To open and maintain a checking account
5) To manage business finances
6) To demonstrate appropriate safety practices while operating machinery (i.e., roto tiller, lawn mower, etc.)
7) To maintain small engine machines properly
8) To apply academic skills related to task performance (i.e., computing land area)
9) To make necessary preparations for a vegetable/flower stand
10) To operate the vegetable/flower stand business

Module 5 (minimum supervision) is designed to provide on-the-job experience at an enterprise in the community. Students are placed in such settings as hospitals, schools, nursing homes, and the SPCA. All volunteer placements are listed in Section IV of this report. This placement is minimum supervision administered by the JBRI staff while on the job. They are, however, supervised, as are other employees, by the staff of the agency in which they are placed. The objectives of this program are:

1) To become involved in volunteer activities in the natural environment
2) To improve self-esteem
3) To develop competency in predicting the consequences of one's social, personal, and occupational behaviors

Follow-up procedures consist of on-site and/or telephone contacts with employers, school personnel, parents, and students. The schedule is two week, four week, and three monthly contacts after termination. The Client Satisfaction Questionnaire (CSQ) (Larsen, Attkisson, Hargreaves & Nguyen, 1979) is used as a measurement of program PERFORMANCE in terms of the outcomes of effectiveness of program EFFORT.

III. Description of the Evaluation Study

PURPOSE OF THE EVALUATION

This evaluation was conducted as part of the contractual agreement between the Governor's Manpower Services Council and the James Barry-Robinson Institute. It is a formative evaluation that is descriptive and judgemental. The audiences are the funding agency, the staff and management of James Barry-Robinson Institute, and perhaps other interested parties as well. The intention is to develop knowledge that is useful to the decision-making processes relevant to the treatment of youth in need of service. Improved decision making may lead to the refinement of program planning and implementation so that more efficient and adequate service may be provided and improved over time.

The evaluation derives its method from the transactional evaluative model described by Robert Stake (1967). The approach examines a program from the perspective of Antecedent Conditions, Transactions, and Outcomes. Antecedent Conditions exist prior to program implementation; that is, What was the program supposed to look like? Transactions are the encounters among all participants of the program and are elements resulting from program experience. Congruence between intents and observations is examined. Total congruence occurs when intended antecedents, transactions, and outcomes actually occur. "This seldom happens and often should not," (Stake, 1967). Evaluative criteria developed by Suchman (1967) and extended by others (Attkisson, Hargreaves, Horowitz & Sorensen, 1978) provide the foundation for measurement in terms of Effort, Performance, Adequacy, Efficiency, and Process. These levels have clearly differentiated characteristics as defined by Attkisson, et al. (page 4-5).

Effort

This level focuses on the quantity and quality of programmatic inputs including information on the number and type of clients, type and efforts of staff, money and other resources being expended, and programmatic sanctions and/or expectations as mandated by law, regulations, and standards. The capacity for effort is a key feature of level of effort criteria.

Effort measurement requires information about the amount and distribution of resources put into the program including: Sources of income and expenditures; Allocation of staff time, numbers and types of clients; How dollars, staff, and clients are interrelated.

Performance

This level reflects programmatic outputs including information on the number and types of changes in clients and in the nature of the system being evaluated. Performance is a measurement of the consequences of effort. Performance evaluations require clarity of immediate and future goals specific to clients programs and service delivery systems.

Performance measurement requires information on the outcomes and effectiveness of program effort including: Clients acceptance of service offered; Improvement in client status; Changes in frequency or intensity of problems addressed by programs; Effective linkage of clients to other necessary and appropriate resources; Level of service availability and accessibility achieved over time.

Adequacy

Adequacy focuses on the relationship of program effort and performance to the level of need for the program within its larger environment. "This criterion of success refers to the degree to which effective performance is adequate to the total amount of need . . . . [and] is obviously a relative measure depending upon how high one sets one's goals," (Suchman, 1967, page 63). Adequacy can be conceptualized as the rate of program effectiveness multiplied times the number of persons exposed to the program [divided] by the number of persons in need of the program.

Adequacy measurement requires information about effort and performance relative to measures of community need or demand such as: A match between efforts and needs; Adequacy of performance effectiveness relative to level of need; Appropriateness of clients being served relative to high risk groups or mandated target populations; Awareness of services among citizenry.

Efficiency

Efficiency refers to the relationship among effort, performance, and adequacy and is measured by examining strategies for minimizing effort while maximizing program performance and adequacy. "Efficiency is concerned with the evaluation of alternative paths or methods in terms of costs -- in money, time, personnel, and public convenience. In a sense, it represents a ratio between effort and performance -- output divided by input," (Suchman, 1967, page 64).

Efficiency measurement requires information about how effort is organized to get greatest performance and adequacy such as: Cost of providing effective services; Comparisons of the efficiency and efficacy (effectiveness) of different programs or methods of service.

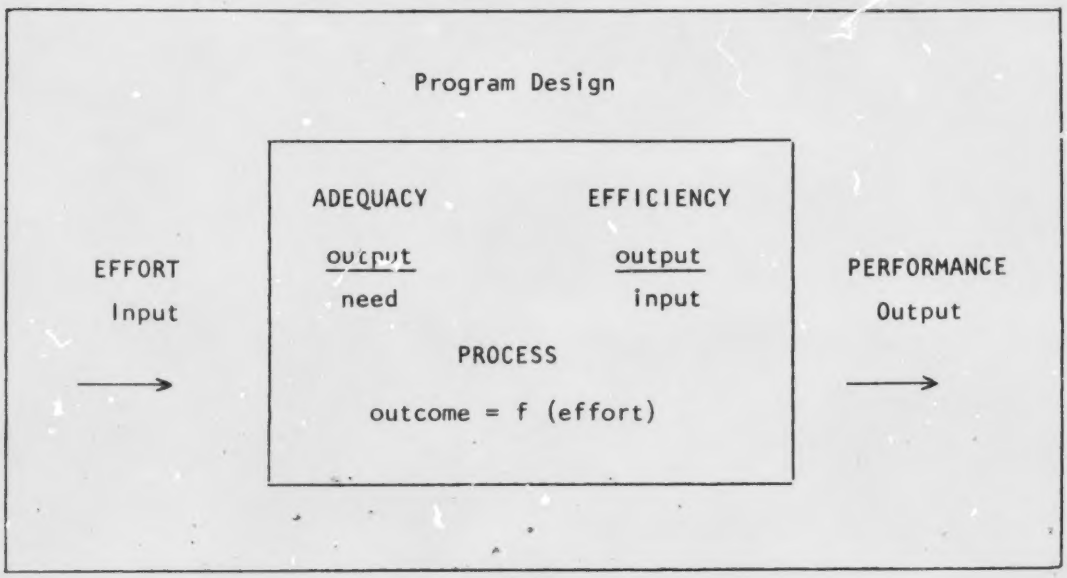
Process

This level focuses on the mechanisms by which effort is translated into outcome -- including the application of research methodologies to isolate causality and to foster the discovery of new knowledge. It is the study of the means whereby a program produces results . . . . process studies can have both administrative and scientific significance . . . . the measurement of process should include four major areas of investigation: (a) specification of salient program attributes that determine its effectiveness; (b) analysis of differential effectiveness among target populations served by the program; (c) specification of contextual conditions associated with optimal program functioning; and (d) specification of the range and potency of effects associated with the program.

Process measurement requires information specifying salient attributes, recipient characteristics, contextual conditions, and the potency and range of effects associated with the program; identifying causal relations between effort and outcome; establishing maximal generalizability of effects to other environments; controlling or explaining other factors independent of program effort that could possibly account for program outcomes.

The model shown below structures the criteria described above in terms of how they fit into this evaluation design and into the subsequent task environment when the program was implemented. These criteria can then be analyzed in terms of congruence.

Figure 1: Model of Evaluative Criteria Re Task Environment



Questions to be answered in this evaluation were submitted to the evaluators by the sponsor in the form of a contractor's final report outline. These questions will be address in Sections IV and V of this report.

This evaluation will also address issues that were not stated in the contractor's final report outline.

OUTCOME MEASURES

Four instruments were selected to measure the effects of the project. They are (1) Piers-Harris Childrens Self Concept Scale (Piers, 1977);

(2) Career Maturity Inventory (Crites, 1973); (3) Tests for Everyday Living (Halpern, Irvin & Landman, 1979); and (4) The Client Satisfaction Questionnaire (Larsen, Attkisson, Hargreaves & Nguyen, 1979). The first three produce a total score and subscale scores which are named below and the fourth is an eight item questionnaire with a four point Likert scale response mode (see Appendix B).

Piers-Harris Childrens Self Concept Scale (PH)

Total Score (80 Items)

Behavior (18 Items)
Intellectual and School Status (18 Items)
Physical Appearance and Attributes (12 Items)
Anxiety (13 Items)
Popularity (12 Items)
Happiness and Satisfaction (9 Items)

Self concept is believed to be a predictor of one's potential success to solve one's problems of living. Self concept is defined to mean that one believes his/her accomplishments are of value. Success is defined as being self sufficient and relatively content with one's station in life. Self concept measures are widely used to determine if a program variable is having a positive effect on the child's development. Disadvantaged children often have abnormally low self concepts and improvement in this area is associated with increased levels of competence and social functioning. The score is the number of items answered indicating a positive self concept.

Career Maturity Inventory (CMI) Attitude Scale

Total Score (50 Items)

Decisiveness in Career Decision Making (10 Items)
Involvement in Career Decision Making (10 Items)
Independence in Career Decision Making (10 Items)
Orientation to Career Decision Making (10 Items)
Compromise in Career Decision Making (7 Items)

The CMI attitude scale provides information for individuals and groups on the attitudes that are important for mature career decision making. This instrument provides information and insights for self direction and/or counseling. It helps individuals to understand themselves and their environments so that they may manage their lives more adequately. The subject population is lacking in career maturity and self management skills. Improvement in such skills will increase the probability of employment among the subject population. The score is the number of items answered in the direction of mature decision making.

Tests for Everyday Living (TEL)

Total Score (245 Items)

Purchasing Habits (35 Items)
Banking (37 Items)
Budgeting (34 Items)
Health Care (34 Items)
Home Management (36 Items)
Job Search Skills (36 Items)
Job Related Skills (33 Items)

The test is designed to be used with junior high school students and average or low functioning senior high school students. It can be used with the remedial and learning handicapped at both levels. The

TEL is a diagnostic test permitting inferences to be made about individual strengths and weaknesses of students and programs. The resulting information can help students, teachers, and administrators to make informed program decisions. The score is the sum of correct responses.

The Client Satisfaction Questionnaire (CSQ)

The CSQ is a measurement instrument intended to address several problems and issues that currently cloud the measurement of consumer satisfaction in human services. Larsen, et al., (1979) have defined three issues in assessing client satisfaction. (1) "When the client's perspective is not taken into account, the evaluation of services is incomplete and biased toward the provider's or evaluator's perspective." (2) "In many human service fields, there are legislative mandates to include clients and/or citizens in the evaluative process." (3) "Without explicit client evaluation of services received, the determination of service quality, adequacy, and appropriateness is left in the hands of service providers and managers."

All of the instruments used in this evaluation have been examined for validity and reliability and have been established as adequate for research and evaluative efforts.

RESEARCH DESIGN

The first three instruments, PH, CMI, and TEL, were administered to a sample of students before and after they had received treatment from

John Barry-Robinson Institute. These pre-test and post-test data will be analyzed using a 't' test for matched samples. Twenty-one t tests will be made -- one for each pair of mean scores resulting from each total score and subscale of all instruments. The hypothesis is that the effects of the John Barry-Robinson Institute program will result in improved scores on the PH, CMI, and TEL. The results of the twenty-one t tests will be reported and interpreted in Sections IV and V of this report.

The Client Satisfaction Questionnaire (CSQ) was administered to a sample of two categories of clients: (1) The children, and (2) Parents. Mean scores for each item within each group will be compared and interpreted in terms of recommendations for program improvement. The results are reported in Sections IV and V.

In addition to the quantitative measures discussed previously, some qualitative measures are provided also. All members of the treatment staff were interviewed in the interest of developing tacit knowledge. They were asked to respond to the questions submitted to John Barry-Robinson Institute from the funding agency (see Appendix C). The staff was asked to respond to the questions in terms of antecedents, transactions, and outcomes. The results are interpreted in terms of congruence or lack of it and in terms of effort, performance, adequacy, efficiency, and process in Sections IV and V.

IV. Results

This section will present the results of the outcome measures that were described in Section III. Data on enrollments and terminations will be presented as well. In addition to these hard data, staff responses to the contractor's final report questions (Appendix C) will be summarized.

Table 1 shows the t test results for matched samples on twenty-one scales using a sample of all students (n=16). Results are presented

SCALE	PRETEST MEAN	PRETEST S.D.	POST TEST MEAN	POST TEST S.D.	PROBABILITY (2-TAIL)	DIRECTION
Self Concept	65.3	7.7	66.7	10.0	.482	+
Behavior	13.8	2.2	13.7	2.2	.782	–
Status	13.6	2.4	14.0	3.5	.662	+
Attitude	10.1	2.4	10.4	1.9	.664	+
Anxiety	11.1	2.0	12.0	2.4	.125	+
Popularity	9.9	1.2	10.3	2.0	.440	+
Happiness	9.0	1.5	9.2	1.0	.164	+
Career Maturity	24.1	5.9	28.7	6.2	* .006	+
Decisiveness	4.6	2.2	5.1	2.4	.254	+
Involvement	5.1	2.7	6.6	2.3	* .025	+
Independence	6.6	2.7	7.4	2.1	.227	+
Orientation	5.8	1.9	7.1	2.2	* .048	+
Compromise	4.1	2.0	4.0	2.0	.872	–
Everyday Living	140.1	30.4	139.1	33.2	.686	–
Purchasing	20.2	5.0	19.6	6.7	.462	–
Banking	20.8	6.0	19.9	6.9	.459	–
Budgeting	19.5	5.3	17.7	5.9	* .105	–
Health Care	20.4	4.3	20.9	5.3	.639	+
Home Mgt.	22.9	4.1	23.4	4.3	.631	+
Job Search	20.2	4.9	20.5	5.8	.777	+
Job Behavior	15.9	6.2	17.1	5.5	.320	+

Table 1 t Test Results: Sample of all students N = 16

in terms of means, standard deviations (SD), probability, and direction. Significant changes (p.<.05) in the positive direction were found in three measures. They are: The Career Maturity Total Score; Career Maturity subscale, Involvement; and Career Maturity subscale, Orientation. The Self Concept subscales, Anxiety and Happiness and Satisfaction, showed considerable change in the positive direction but were not significant at the .05 level. The Tests for Everyday Living subscale, Budgeting, showed a near significant (p.=.105) change but in the negative direction.

Table 2 shows the t test results for matched samples on thirteen scales for a sample (n=6) of students who were positive terminations. Changes in the positive direction occurred on Career Maturity subscale, Independence (p.=.03) and Career Maturity subscale, Orientation (p.=.08).

SCALE	PRETEST MEAN	PRETEST S.D.	POST TEST MEAN	POST TEST S.D.	PROBABILITY (2-TAIL)	DIRECTION
Self Concept	57.5	13.4	55.5	8.9	.599	–
Behavior	11.3	4.0	12.2	3.1	.595	+
Status	12.3	3.4	11.2	2.6	.256	–
Attitude	10.2	2.1	7.8	2.0	* .058	–
Anxiety	10.0	4.0	10.6	2.8	.661	+
Popularity	8.5	2.1	8.7	1.7	.771	+
Happiness	7.7	2.0	9.0	2.0	.206	+
Career Maturity	27.5	8.0	31.3	4.6	.144	+
Decisiveness	4.8	2.8	5.2	2.9	.750	+
Involvement	6.2	3.1	7.2	3.0	.175	+
Independence	6.2	1.3	8.5	1.4	* .013	+
Orientation	6.2	3.2	7.8	1.5	* .08	+
Compromise	3.7	2.1	5.2	1.8	.12	+

Table 2 t Test Results: Sample of Positive Terminations N = 6

There was a significant change (p.=.058) on the Self Concept subscale Attitude, but in the negative direction. Scores on the Tests for Everyday Living (TEL) are not available for these students because they were terminated from the program prior to the time the TEL was used as a measure.

Chart 1 shows the cumulative enrollments and terminations since the beginning of the project in October 1978. This report is concerned with the period between April 1980 and September 1980. Enrollments increased from 48 students in April to 57 students in September. Terminations increased from 27 students to 38 students during the same period.

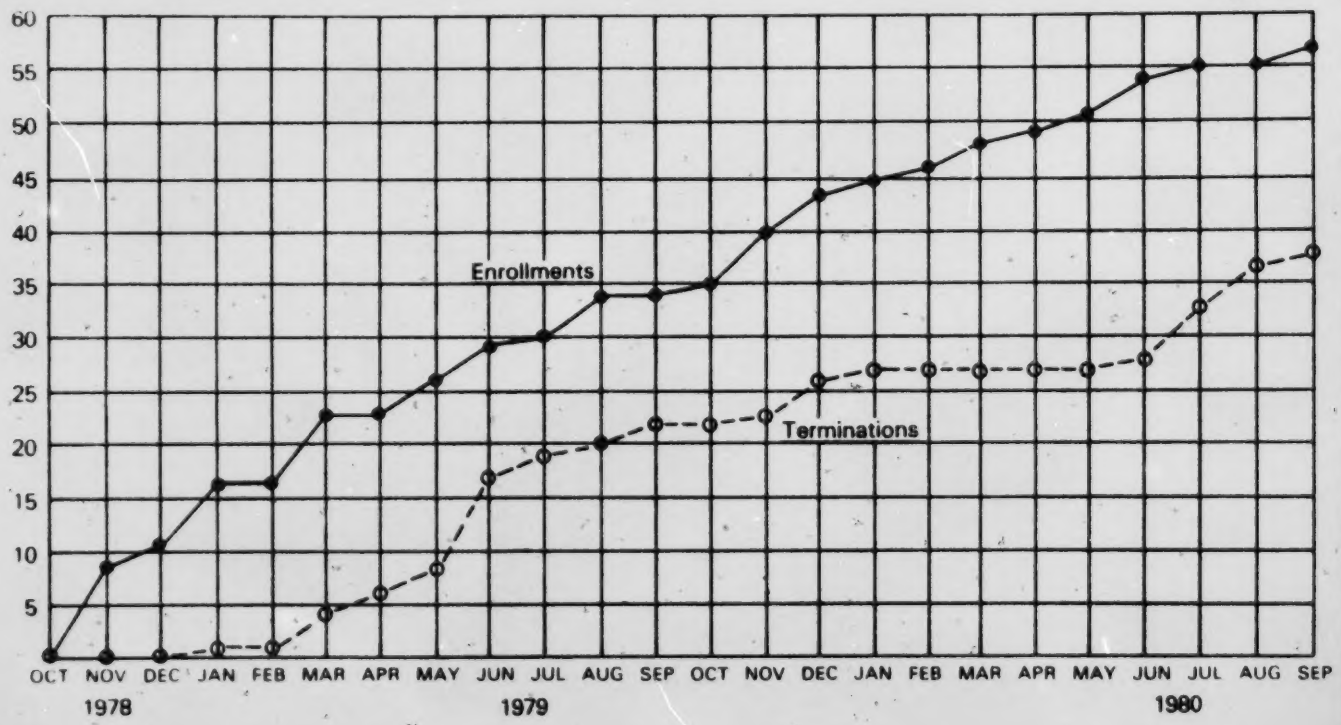


Chart #1 Cumulative Enrollments and Terminations

Chart 2 shows the absolute enrollments for the entire life of the project. Enrollments increased to an average 22 students per month during this report period (April 1980 - September 1980) as compared to a monthly average of 17.6 students per month during the previous six month period.

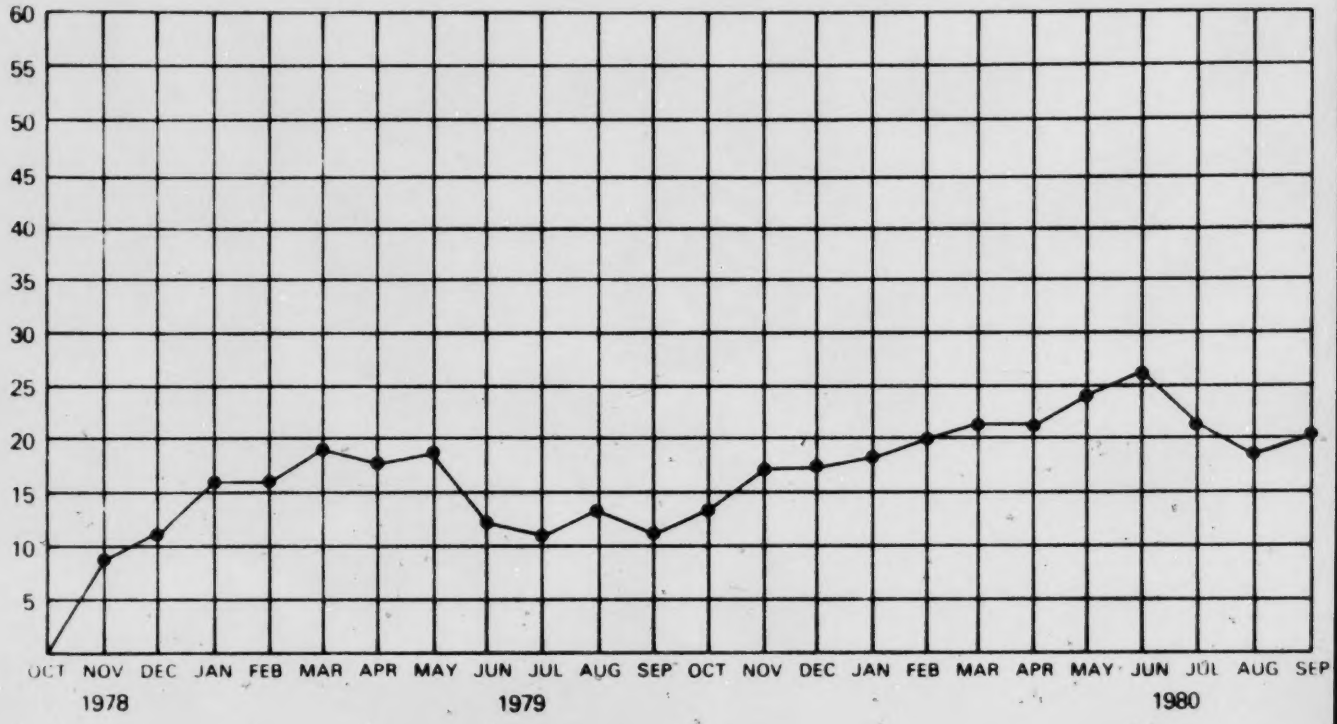


Chart #2 Absolute Enrollments

Chart 3 shows the cumulative positive and non-positive terminations. A positive termination is defined as a student who leaves the program as a result of completing treatment. He is placed in a constructive setting such as a job or he may return to his natural school. A non-positive

termination is defined as a student who leaves the program prior to the completion of treatment. The referring agency may withdraw him for a variety of reasons, the student's family may move away or the student may be sent elsewhere for treatment. In some cases, a non-positive termination may be an indication of a deficiency in program Performance. There is also the possibility of false negative terminations that was described in the previous evaluation report (Pooley, 1980). At the beginning of this report period (April 1980), there were 13 positive terminations and 14 non-positive terminations. This ratio produced a performance measure in terms of success rate of .48. A goal was set to increase the performance to a success rate of .70. By September 1980, the positive terminations rose to 22 students, whereas the non-positive terminations only rose to 16 students. The increase of positive terminations was substantial, but only improved the success rate to .5%. Although the goal of .70 success rate was not attained, improved performance is obvious.

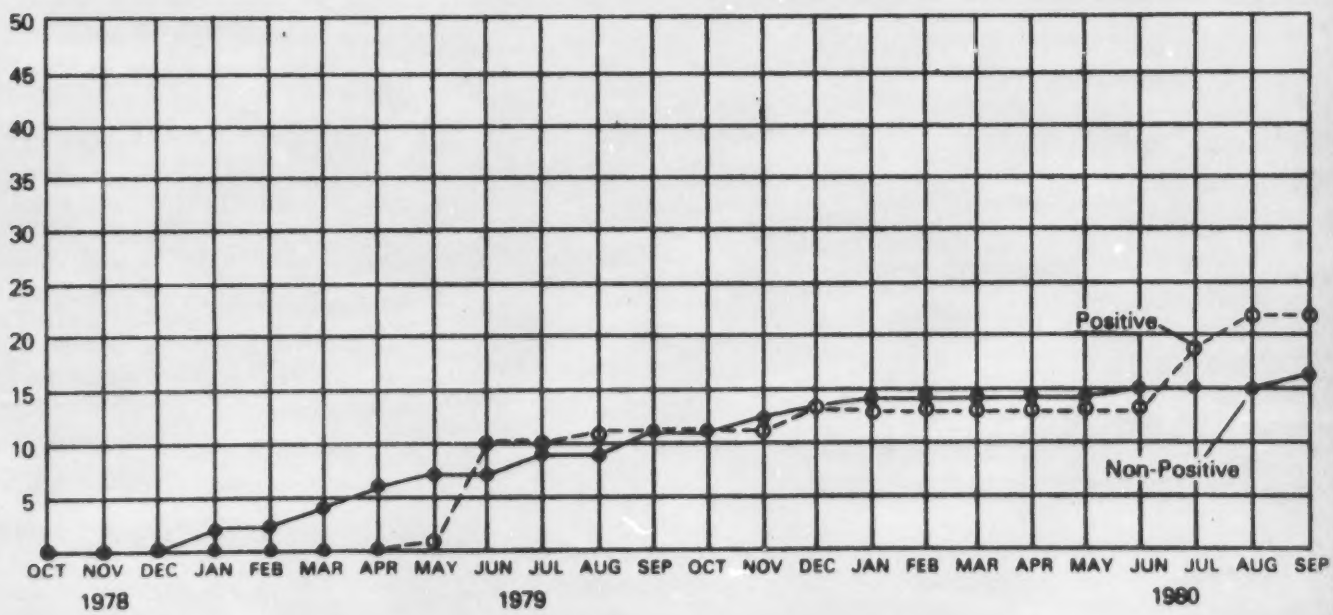


Chart #3 Cumulative Positive and Non-Positive Terminations

In summary, the project estimated to serve 51 students in one year (October 1979 through September 1980) in the categories shown in Table 3. The accomplishments during the year are also shown in Table 3.

Category	Estimated	Accomplished
Positive Terminations	27	11
Negative Terminations	6	5
Continued	18	19
Total	51	35

Table #3 Estimated & Accomplished Service Delivery (1 Year)

The project accomplished 68.6% of its estimated intention in terms of service delivery. When one takes into account the difficulty of the task environment and the error associated with estimation, the accomplishments appear to be acceptable. If we examine this outcome in terms of efficiency measures it becomes clear. Efficiency can be measured in at least two ways.

1. $\frac{\text{cost}}{\text{clients served}}$ = cost per client

2. $\frac{\text{clients served}}{\text{staff}}$ = caseload

Where:

Cost = $102,574
Staff = 24.5
Estimated Clients = 51
Actual Clients = 35

The estimated cost per client was $2,011.25 whereas the actual cost is $2,930.68. The estimated caseload was 2.08 whereas the actual caseload is 1.42. The difference between the estimated and actual efficiency measures are within acceptable limits.

The cost figure reported here is limited to the amount provided by the funding agency of this project. Other funds are provided by JBRI to support other aspects of the institution's total program.

The data resulting from the Client Satisfaction Questionnaire was not available in time for this report. It will be included in the next evaluation report.

In response to the questions submitted by the sponsor (see Appendix C) the staff produced more than twenty pages of comments. Each staff member answered the questions from the perspective of his or her module of task environment. The answers are too detailed to be included in this evaluation report. They do, however, serve as guidelines so that each staff member may make individual personal quality decisions with regard to their task environment

The salient aspects of staff comments are summarized next.

1) Accomplishments:

The project set out to accomplish the goals that are specified in Sections II and III of this report. Although all those goals were not met exactly as expected, the accomplishments of the project are impressive. Evidence of this conclusion is shown earlier in this section.

2) Successful Aspects of the Project:

The project has successfully designed and implemented a program which integrates academic, social, and job skills in a way that is meaningful to the LD and ED student and in a way that will increase the probability of his functioning in the future.

3) Unsuccessful Aspects of the Project:

All of the problems associated with the development of LD/ED students and the staff that serve them were, of course, not solved. But that is understandable. The interpersonal dynamics of institutional settings is an area of investigation that will never be completed. Such dynamics will never be fully understood, partly because of the rich array of value preferences that exist among humankind.

4) Factors Contributing to Successes and Failures:

Success is achieved when the staff use cooperative creative problem solving methods to conduct a program which is in the best interest of the students they serve. Failure is encouraged by random emotional decision making based on the personal needs of individuals.

Success may be enhanced by providing time for regularly scheduled planning and training sessions that can be attended by all staff members. This would require that a plan and budget for substitute workers on a regular schedule be established.

5) What Has Been Learned from the Project:

To a large extent, the staff have learned to accept change as a desirable aspect of problem solving. They have learned to implement change, for the most part, from a rational and productive frame of reference. They have also learned that to solve the problems of living for an LD/ED population is, indeed, a matter of considerable complexity.

6) Linkages Established:

The project has established functional linkages with 19 community agencies (public and private) in order to enhance productive experiences for the students in the natural environment. A list of the linkages follows.

Alexandria Hospital, Alexandria, Virginia (General Hospital)
Resource for Volunteer Module

De Paul Hospital, Norfolk, Virginia (General Hospital)
Resource for 14 year old volunteers

Fairfax County School System, Fairfax, Virginia
Resource for referrals to vocational program, possible resource for positive terminations from JBRI

Holmes Convalescent Center, Virginia Beach, Virginia (Nursing Home)
Resource for 15 and 16 year old volunteers to assist with the Center's activities program and with transportation

Lakewood Education Center, Norfolk, Virginia (School for Handicapped)
Resource for Volunteer Module

Leigh Memorial Hospital, Norfolk, Virginia (General Hospital)
Resource for 15 and 16 year old volunteers, complete orientation provided

National Center for Citizen Improvement, Boulder, Colorado (Clearinghouse for Materials on Volunteers)
Resource for information on "High School Volunteer Project" and on teaching volunteerism to high school students

Newport News Public Schools, Newport News, Virginia
Interested in vocational education for delinquent adolescent boys, possible linkage with JBRI

Norfolk General Hospital, Norfolk, Virginia
Resource for 15 and 16 year old volunteers

Norfolk Voluntary Action Center, Norfolk, Virginia
Brokerage agency for placing JBRI volunteers (e.g., Virginia Stage Company, Society for the Prevention of Cruelty to Animals, Goodwill Industries, ECOS)

Ann Overbee, Norfolk, Virginia (Florist)
Resource for Modules 3 and 4

John Parrish, Norfolk, Virginia (Extention Agent)
Resource for providing guidance and consultation to develop land at JBRI (Modules 3 and 4)

Red Cross, Tidewater Chapter
Resource for providing guidance and training in childcare/babysitting for volunteers

St. Mary's Academy, Norfolk, Virginia (Parochial School)
Resource for Volunteer Module in first grade classes

Society for Prevention of Cruelty to Animals, Norfolk, Virginia
Resource for 16 year old volunteers to assist with care and feeding of animals

Mike Sol, Norfolk, Virginia (4-H Director)
This linkage augments the vegetable/flower stand (Module 4) by providing guidance and consultation as well as an end goal (the 4-H Vegetable Show and Sale)

Southeastern Tidewater Area Manpower Authority (STAMA), Norfolk, Virginia (Prime Sponsor for CETA Funding)
Coordination of special programs at JBRI with existing area CETA funded programs, to provide referral sources for students leaving JBRI, to provide resource/consultation through information shared in CETA in-service programs

Tidewater Association for the Retarded, Norfolk, Virginia
Resource for 14 year olds and older students as volunteers assisting at Camp Civitan

Brooks Williams, Norfolk, Virginia
Resource to provide training in honey extraction to JBRI students

V. Discussion of Results

The results produced by the outcome measures are perhaps less remarkable than one might hope for. It is appropriate to discuss some interpretations of these outcomes.

The first is the problem of instrumentation to be used with LD and ED populations. The staff have reported that they have observed students perform certain tasks quite well; for example, students may learn to complete banking forms in practice. Yet, these same students fail miserably on the test designed to measure banking skills. B. F. Skinner (1978) has pointed out that the kind of learning required to select an answer from a list of alternatives is quite different from the kind of learning required to construct the solution to a task or problem.

Therefore, it is possible that the project is teaching the students to perform the solutions to practical tasks while not being concerned with their ability to pass tests. That is as it should be because the student is learning to solve his problems of living. The program should, however, discover ways to measure these abilities more precisely.

The second issue involves value judgements on the desirability of certain educational outcomes. Mitchell and Spady (1978) present four outcome domains or expectations, each of which is important in its own right, but which may cause conflict due to individual value preferences among students, staff, and managers. These expectations are described as characteristics thought to be important for adult citizens to possess in order to be members of a society that is productive, orderly, and

attractive. They are:

1) to facilitate and certify the achievement of technical competence.

2) to encourage and enhance the fullest possible development of physical, emotional, and intellectual skills and abilities.

3) to generate and support social integration among individuals across cultural groups and within institutions.

4) to nurture and guide each student's sense of social responsibility for the consequences of his/her own personal action, and for the character and quality of the groups to which each student belongs.

It is sometimes the case, in educational settings, where one of these societal outcome expectations becomes dominant and the others become subordinate to the dominant one. Where there is congruence among staff, managers, and policy makers on these matters, improved school performance is likely to result. Conflict may enter when all service delivery staff and managers do not agree on the order of importance of these outcomes. The moral of the story is that an educational entity must reach a reasonable consensus on the colloquial question, "What are we educating for?" -- for what outcomes. Consensus must be reached to a reasonable degree and then specific organizational changes may be required to pursue the desired student outcomes.

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APPENDIX A

SUPERVISOR'S REPORT

SUPERVISOR'S REPORT

Name of Student_____ Supervisor_____

TO THE SUPERVISOR: It will be of great help to the school in planning further training for this young worker if you will complete this report. Read it carefully. On each line place one check mark over the phase which describes this worker most accurately. If you think the individual is about half way between two descriptions, make your mark about half way between them on that line. Any additional comments you wish to make will be helpful.

1. Work Habits-orientation to task;ability to direct attention to task.	Frequently wastes time-needs close supervision & prodding.	Occasionally wastes time-needs limited & infrequent redirection.	Seldom wastes time,concentrates on task very well on his own.
2. Industry,ability to perform assigned tasks.	Attempts to avoid work.	Does assigned job willingly.	Does more than assigned tasks willingly when given directions
3. Initiative-motivation to learn job.	Takes no initiative needs repeated instruction or urging.	Does routine work acceptably-may try new tasks on his own.	Is fairly resourceful-looks for things to learn & do.
4. Task Completion,ability to see task through to the end.	Looses interest quickly,does not complete tasks.	Maintains interest in most tasks to see through to completion.	Completes all tasks through cleanup & putting tools away.
5. Apparent ability to follow directions.	Slow in grasping ideas or concepts-needs concrete & repeated instruction.	Follows instructions exactly.	Able to generalise, expand upon or modify instructions to complete task.
6. Attention to detail.	Careless,frequently inaccurate,sloppy or inattentive towards project.	Makes errors, shows average care, thoroughness & neatness.	Is careful,through & neat.

7. Attitude towards constructive feedback.	Resents feedback ignores it or becomes hostile, surley,defensive or argumentative.	Appears to listen, responds verbally or behaviorally in favorable manner.	Accepts feedback, changes poor work habits or tries out suggestions.
8. Adaptability, ability to adapt to changes in routine,schedule or setting.	Difficulty adapting to new situations or change in routines, needs considerable support & encouragement-visibly distressed.	Adjusts to changes or disruptions with limited distress & complaint.	Adapts readily to changes in routine.
9. Cooperation, ability to get along with coworkers.	Unsatisfactory,is antagonistic,pulls against rather than works with others.	Average, usually gets along with others, involved in group enterprises.	Above average, cooperates willingly, gets along well with others most of the time.
10. Courtesy, ability to control unacceptable or inappropriate social behavior.	Often discourteous through action or speech to public or staff.	Usually is polite or well mannered but not always considerate-needs reminding occasionally.	Is considerate & courteous most of the time.
11. Attendance	Frequently absent or tardy. Does not notify supervisor when unable to work.	Usually present or punctual;notifies supervisor when unable to work.	Never absent or tardy excepting unavoidable emergencies.

APPENDIX B

THE CLIENT SATISFACTION QUESTIONNAIRE

CIRCLE ONE

Child
Parent

TABLE 4

THE CLIENT SATISFACTION QUESTIONNAIRE (CSQ)

Please help us improve our program by answering some questions about the services you have received at the J B Robinson Inst. We are interested in your honest opinions, whether they are positive or negative. *Please answer all of the questions.* We also welcome your comments and suggestions. Thank you very much, we appreciate your help.

CIRCLE YOUR ANSWER

1 How would you rate the quality of service you received?

4	3	2	1
Excellent	Good	Fair	Poor

2 Did you get the kind of service you wanted?

1	2	3	4
No, definitely not	No, not really	Yes, generally	Yes, definitely

*3 To what extent has our program met your needs?

4	3	2	1
Almost all of my needs have been met	Most of my needs have been met	Only a few of my needs have been met	None of my needs have been met

4 If a friend were in need of similar help, would you recommend our program to him/her?

1	2	3	4
No, definitely not	No, I don't think so	Yes, I think so	Yes, definitely

5 How satisfied are you with the amount of help you received?

1	2	3	4
Quite dissatisfied	Indifferent or mildly dissatisfied	Mostly satisfied	Very satisfied

6 Have the services you received helped you to deal more effectively with your problems?

4	3	2	1
Yes, they helped a great deal	Yes, they helped somewhat	No, they really didn't help	No, they seemed to make things worse

*7 In an overall, general sense, how satisfied are you with the service you received?

4	3	2	1
Very satisfied	Mostly satisfied	Indifferent or mildly dissatisfied	Quite dissatisfied

*8 If you were to seek help again, would you come back to our program?

1	2	3	4
No, definitely not	No, I don't think so	Yes, I think so	Yes, definitely

WRITE COMMENTS BELOW

APPENDIX C

CONTRACTOR'S FINAL REPORT QUESTIONS

Contractor's Final Report

A. Brief description of what was to be accomplished in the project

1. Was everything accomplished that was set out to be done?

2. Successful aspects of the project

3. Unsuccessful aspects of the project

4. Major factors contributing to successes and failures

B. What has been learned from the project?

1. Changes you have made to enhance positive outcomes in the project

2. Changes you would make to enhance positive outcomes

3. Changes you would make if you had an additional year to operate

C. What was the impact of the project?

1. Linkages established

2. Short-term 2 years or less

3. Projected long-term 2 or more years

Career Development for Dropout LD & ED Adolescent Boys

An Evaluation Report on Activities Between

October 1, 1980 and March 31, 1981

By

Richard C. Pooley, Ph.D.

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Prepared For

The James Barry-Robinson Institute, Norfolk, Virginia

Contractual Agreement #81-302 with

Governor's Manpower Services Council, Commonwealth of Virginia

Norfolk, Virginia May 1981

Acknowledgements

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The staff and leadership of the James Barry-Robinson Institute demonstrated remarkable diligence while attending to the complicated matters of implementing and developing such a creative and worthwhile project.

The internal management of the Institute deserve special recognition. They are: Sister Ann Marie Mullen, Executive Director; and Thomas Grisson, James J. Gara, Edward V. Power, T. David Fitzgibbon, and John J. Beecher, Board of Directors. Their experienced and personable approach to the solution to complex operational challenges has established an impressive example of organized human capability.

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I. SUMMARY AND RECOMMENDATIONS

This is a descriptive and judgemental report on the activities of the first six months (October 1, 1980 to March 31, 1981) of Governor's Manpower Services Council contractual agreement with the James Barry-Robinson Institute (Grant #81-302). The critical review method of evaluation was used. Criticism does not mean negative appraisal, but rather the illumination of the object's qualities so that appraisal of its value can be made (House, 1980).

The project serves Learning Disabled (LD) and Emotionally Disturbed (ED) adolescent boys fourteen to sixteen years of age.

The James Barry-Robinson Institute employs 32 persons (all levels) and the budget for this effort is $69,802 for one fiscal year (October 1, 1980 to September 30, 1981).

As a result of this evaluation several recommendations emerged which are summarized next.

1. Project staff express a need for more time to plan and evaluate activities. This need may be examined to see if events can be restructured to provide adequate groupings of appropriate staff or if substitutes should be hired to provide release time for planning meetings of the regular staff (page 12).
2. Pre-service training in the form of a two week orientation to be presented to new staff members should be developed. The training should impart

information regarding all organizational policies, procedures, and expectations (page 27).

3. In-service training opportunities may be made available to continuing staff members. This training is designed to meet staff development needs as they arise and to provide opportunities for staff members to keep current in their career development. At least three training topics are apparent needs. One is stress management (burnout) and the second is preparing instructional objectives, and the third is management by objectives training (pages 12, 27, 28).
4. More time and effort should be devoted to the collection of client satisfaction data to use while planning or modifying programs. The client is often the neglected perspective when human service performance is measured (page 26).
5. Determine evaluative standards (i.e., comparisions) that are relevant to the various audiences (i.e., service providers, administrators, legislators, and funders). Differing perspectives may cause standards to conflict and it may be necessary to determine the trade-off ratios among conflicting standards (page 28).
6. A predictor model may be developed so that when a new student is referred to the program, he may be

tested to determine the likelihood that he may benefit from the program or that he may be best served elsewhere (page 26).

7. A training manual may be written in order to structure a unified purpose within the project and to dissiminate to others who may wish to duplicate the program elsewhere.

II. BACKGROUND OF THE PROGRAM

ORIGIN OF THE PROGRAM

This report is the fifth in a series of semi-annual evaluations which document the activities resulting from a contract between the Governor's Manpower Services Council (GMSC), Richmond, Virginia, and the James Barry-Robinson Institute (JBRI), Norfolk, Virginia. The agreement originated on October 1, 1978, and was renewed on October 1, 1977, and again on October 1, 1980.

This report describes and evaluates the activities of the first six months (October 1, 1980 to March 31, 1980) of GMSC Grant #81-302, Commonwealth of Virginia.

THE PROGRAM EFFORT

The program described here is being conducted by the James Barry-Robinson Institute and serves Southeastern Virginia and, to a lesser degree, more distant localities. The project serves Learning Disabled (LD) and Emotionally Disturbed (ED) adolescent boys (i.e., fourteen to sixteen years of age). Services are designed to overcome handicapping conditions which render the youths unemployable. Components or modules of study and job assignments are integrated by demonstrating relevant aspects of education to the world of work. Training environments include special education, career guidance, social skills training and direct work experience. It is estimated that 36 students will be served (per year) for a period of nine to eighteen months resulting in 11 positive terminations, 2 of whom are expected to be employed, and 6 non-positive terminations. Most students will be served in a residential setting while others may attend days only.

The James Barry-Robinson Institute employs 32 persons (all levels, e.g., managers, special education teachers, counselors, etc.). The annual budget for this effort is $69,802. Detailed descriptions of the project's intentions are documented in three project proposals and four previous program evaluation reports. It is, however, appropriate to summarize here the premise of the program and the service delivery design.

The program is designed to respond to the educational needs of a population of teenage boys who are excluded from traditional educational settings because of disturbing behaviors. Such behavior is assumed to be a symptom of social and academic incompetence. The objective of the program is to make the youth competent in basic skills relevant to academic and social functioning and career decision making. The objective is accomplished by integrating the three skill areas into more than a school. It is a treatment program which has a school. In accordance with PL94-142 and CETA eligibility standards, special education training is designed to provide the knowledge necessary to improve social functioning and career decision making. Knowledge acquisition is rehearsed and tested based on the degree to which a student exhibits ever closer approximations of functional behavior. Performance results of the special education program were reported in a previous evaluation report (Pooley, 1980). The program is successful at reducing deficiencies in reading, spelling, and math at significant levels ($p. < .001$; .02; .001) respectively.

Each academic sub-program is linked in a practical way to social skills training in the residential setting and to a career development module wherein the student acquires experience in an on-the-job setting. These settings are designed to provide each student with work experience for fourteen hours per week. The modules (see Section IV) may be viewed as being a continuum from close supervision to relatively remote supervision which requires the student to exhibit increasing levels of responsibility and ability. Students are placed in a module according to individual abilities and interests.

III. DESCRIPTION OF THE EVALUATION STUDY

The purpose of this evaluation is to meet reporting requirements of a contractual agreement between the Governor's Manpower Services Council (GMSC), Richmond, Virginia, and the James Barry-Robinson Institute (JBRI), Norfolk, Virginia. It is a formative evaluation that is descriptive and judgemental. The audiences are the funding agency (GMSC), the staff and management of JBRI, and other interested parties as well. The intention is to develop knowledge that will improve standards and performance of processes designed to deliver treatment to youth and families in need of service. It is also intended to increase awareness and appreciation of the quality of the program reviewed in this report. Increased awareness is likely to result in policy decisions that insure adequate and efficient service delivery in the future.

During this report period, the project has installed several important changes. These changes are described in detail in Section IV of this report. The purpose of this current section is to describe the critical review technique used to evaluate the changes that are in progress.

The critical review, or Art Criticism Approach, to evaluation is described by Eisner (1979) and summerized by House (1980). Eisner contends that criticism is an empirical undertaking that is essentially qualitative in nature. He distinguishes between connoisseurship and criticism. Connoisseurship recognizes and appreciates the qualities of an object (program) whereas criticism involves disclosure and judgement of the object's value. Criticism does not mean negative appraisal but rather the illumination of the program qualities so that appraisal of

its value can be made (House, 1980). The goals of criticism of a social program may be summerized as: 1) to illuminate the project's qualities; 2) to render the project's context in order to point up significant aspects; 3) to increase awareness and appreciation of the project; 4) to improve standards; 5) to improve performance; and 6) to develop connoisseurship in the relevant audiences. This approach requires a set of theories, modules, and ideas that allow one to distinguish the significant from the trivial (House, 1980).

It should be pointed out that some of the efforts evaluated in this report have used the Behavioral Objectives Approach to conduct internal evaluation of certain treatment programs. This approach uses the stated goals as the exclusive standard of judgement. The objectives should specify the desired behavior, the context in which it is expected to occur, and the criterion of acceptable performance. Some reference will be made to this method because it is widely used within project operations. However, the method used to prepare this evaluation report derives largely from the critical review technique described earlier.

IV. RESULTS

A CRITICAL REVIEW

MANAGEMENT

The beginning of this grant period was characterized by change. The organizational structure was re-designed and several service delivery sub-programs were modified as well. It is likely that these events have caused some uncertainty and temporary disorganization as is usually the case when any system undergoes change. It may help to describe these changes in greater detail to illuminate some aspects of the changes which will probably result in a new equilibrium of higher quality.

The Organization: Prior to March 6, 1981, the organizational design had five middle management departments, all of which reported to the Executive Director. The departments were Business Management, Food Service, Education, Social Services, and Maintenance. This situation probably created a significant degree of fragmentation within the organization and the accompanying obstacles to effective communications among organizational functions. Accordingly, the middle management structure was reduced to two major departments, each headed by a director (i.e., a Program Director, and a Business Director). The Program Director reports to the Executive Director in all matters of treatment service delivery such as education, social services, and residential services. All treatment responsibilities are now accountable to a single director. Such a design is very likely to increase constructive communication among the treatment staff which will allow them to coordinate services more effectively. The quality of service will be upgraded.

The other major division is that of business affairs. The Business Director manages such functions as maintenance, bookkeeping, food service, housekeeping, and secretarial services. This grouping of support service functions is likely to produce increased communications among staff which, in turn, will result in a more economical support system. Progress report meetings attended by the Executive Director, the Program Director, and the Business Director will provide the final internal linkage so that effective communications is established throughout the organization. The two directors may then report the relevant aspects of the progress meeting to appropriate members of their respective departments to complete the information flow. This design ensures that all actors in any situation are working with the same information. This is a crucial requirement of effective human service programs. The information management system is described in detail in the next section of this report. The organizational charts before and after the change are shown in Appendix A.

Probably the most compelling feature of this change is the likelihood that the goal structure of the organization will move from a competitive one which produces negative goal interdependence among staff to a cooperative goal structure which produces positive goal interdependence among staff (Johnson, 1981).

Information Systems: A model of the general content in a human service information system was presented by Sorensen and Elpers (1978). The authors specify three domains where information is required. They

are: (1) clinical or treatment monitoring, including supervision and review of treatment interventions and communication of instructions to the treatment staff; (2) research such as a study to determine which of two or more treatment modalities are most effective for the costs incurred; and (3) management information such as planning and controlling acquisition, the use of the organization's resources and assessing its efficiency and performance. Each information domain posesses data that may be of use to one or more of the other domains. This situation is diagrammed below.

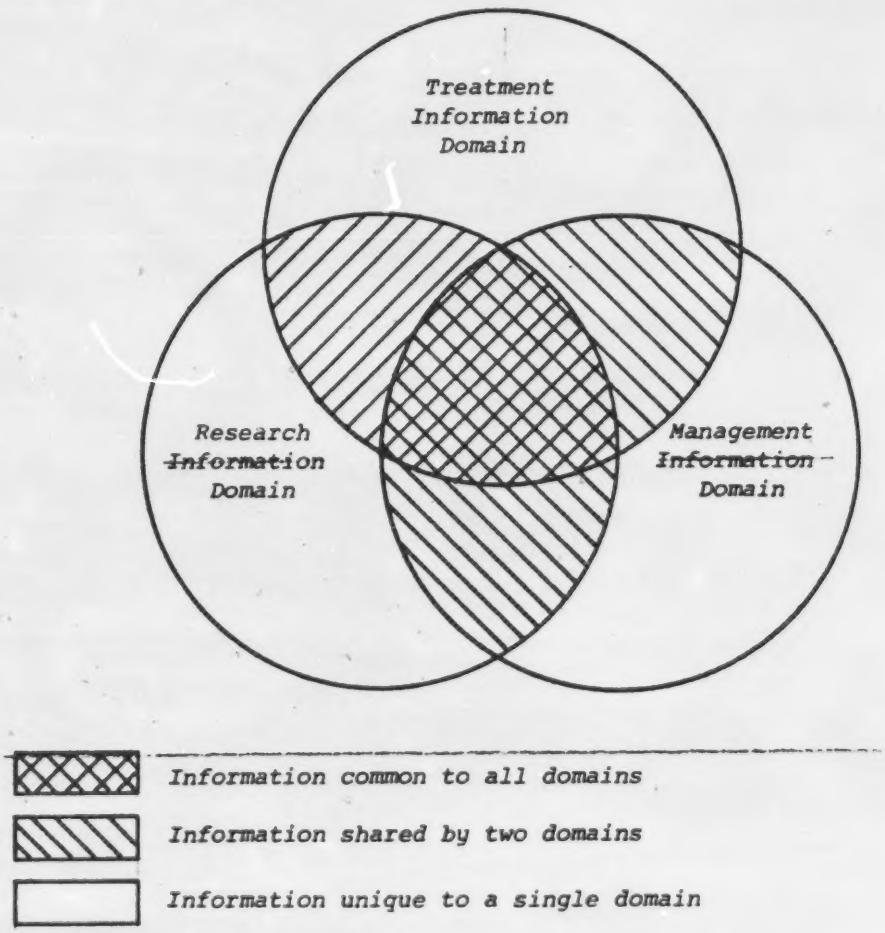
Treatment Information Domain
Research Information Domain
Management Information Domain
Information common to all domains
Information shared by two domains
Information unique to a single domain

FIGURE 1 Overlapping Domains of Information Systems

During departmental meetings and management progress meetings, determinations should be made concerning which information needs to be shared with whom. Once such determinations are made, systems (i.e., files, logs, memos, reports) can be designed to assure that the appropriate information reaches all relevant parties.

Task Planning: Although the process of change produces some temporary disorganization, it also produces creative opportunity. The new system and the uncertainty associated with it may encourage people to experiment whereas they would not do so in a more established organization. This may give rise to a flurry of ideas that may be worthwhile if thought through properly. When ideas are not planned, they may go into practice ill-conceived and poorly executed. A flurry of spontaneous ideas which are expected to be implemented may overwhelm and confuse staff members.

In order to minimize such confusion, some system of task planning should be established. Management by Objectives (MBO) techniques can be used for this purpose. Each new idea is formalized into a Project Description (Form I) for consideration by the relevant planners. Then the project is specified in terms of a list of sub-tasks that are required in order to complete the project. The tasks are listed on a Project Time Table (Form II) and target completion dates are indicated on the calendar by a small outline of a triangle. When a task is completed, a solid triangle indicates the completion. The time shown between target date and completion date shows that "time slippage", if

FORM I

PROJECT DESCRIPTION

- PROJECT
- DESCRIPTION
- GOAL
- STRATEGY
- SCOPE
- START/FINISH
- COST
- RESPONSIBILITY

FUNCTION/ORGANIZATION	INDIVIDUAL

- SUB-PROJECTS/OBJECTIVES

DESCRIPTION	RESPONSIBILITY

- ASSUMPTIONS

- PREPARED BY: APPROVALS:
- DATE: DATES:

PROJECT TIME TABLE

PROJECT _____

RESOURCES REQUIRED

Indicate Completion Dates as follows:

△ Target Completion Date

▲ Task Completed

OVERALL EVALUATION

TASKS	FISCAL YEAR ____ / CALENDAR — COMPLETION DATES (MONTHS)																							
	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S

FORM II

any, for each task. The project may be evaluated by this and other criteria. The planning and evaluation of each project may structure innovation in a more manageable fashion. It may also provide useful data for more realistic planning of future projects. Adequate time should be provided at all levels of operations for planning and review meetings. Such regular meetings will ensure the proper functioning of the information management system and the MBO procedures.

THE TREATMENT PROGRAM

Academic Activities

At the beginning of this report period (October 1, 1980) two academic career education programs were in place. The first used conventional textbook materials and paper and pencil assignments. The purpose of this component was to clarify certain issues regarding why people work. Answers were sought to the question, "Why do people work?". The second component derived from a career education class offered at Old Dominion University. Social skills were emphasized in this component using cooperative tasks and communications exercises to practice organization, planning, and cooperative skills. The purpose was to explore career options. The question asked was, "What work do I want to do?".

On January 15, 1981, a programming change took place. Students were discharged in December prior to the Christmas break and new admissions were scheduled to arrive in January. This situation created the need to provide introductory classes which are prerequisite to the academic careers education components. Accordingly, the academic careers

classes were terminated. Academic training for students in these classes was established in the work exploration modules by expanding the staff and time allotment for these modules to four days per week. Concurrently, two new classes were initiated for the newcomers. One was an orientation to the total program which informed the students as to how JBRI operated and what was expected of the students there. The second new effort was a basic education class which shaped skills that are prerequisite to the more advanced levels at JBRI.

Module I

The woodworking module was developed as a result of earlier experiences with career modules such as the yardwork project and the vegetable garden and stand. The woodworking module has continued throughout the first six months of this grant period. On March 15, 1981, the woodworking module merged with the yardwork module which was described in the last report (Pooley, 1980). This module meets on Monday, Tuesday, Thursday, and Friday to provide 14 hours per week of work experience. Allowances are paid to students based on time clock data. The module is described here in the format of the Contractor's Final Report Outline. The description was written by JBRI staff member, Kevin Knoop, who developed and now administers the module.

Objectives of the Module:

1) To gain knowledge and experience in the proper use and care of basic woodworking hand tools.
2) To demonstrate appropriate safety procedures regarding tools and environment.

3) To develop and plan on-grounds woodworking tasks.

4) To develop the students' tolerance to work.

5) To increase the students' orientation to task in terms of length of attention, attendance, and focus on job duties.

6) To develop job related social skills and behaviors specified on the Supervisor Evaluation Checklist.

In terms of performance outcomes, the above objectives (with the exception of one which will be addressed later) were accomplished with a fair amount of success during this initial six-month period. Perhaps the most notable gains are seen in the less tangible objectives (Objectives 4, 5, and 6). These gains manifest themselves in subtle behaviors from the students that are occuring more frequently. These include showing up on time, punching in right away, staying on tasks longer, working more independently with less staff supervision, and working alongside their peers in a more cooperative manner.

In considering the performance outcomes of the first objectives, the constant exposure to skills to which many of the students had no prior exposure was a beneficial experience. Of all the objectives, Objective 3 was the least successful. However, this was due mostly to the lack of time spent in developing this objective in favor of more time spent on the first two.

Probably the most successful aspect of this module was that it provided a vigorous hands-on work experience which produced a tangible

product. This was a success mainly because it provided the motivation needed to reach the boys. For instance, an LD student one day became extremely frustrated over his inability to accurately read the markings on the tape measure despite his apparent interest. His frustration was further aggravated by the realization that he was unable to comprehend either the supervisor's or his peers' explanation of how to read the markings. A few days later, much to the surprise of the supervisor, the same student was observed making measurements which previously had led to great frustration. The student had obtained instruction from his classroom teacher with whom he felt more comfortable in acknowledging his difficulties.

Other successful aspects of the module in terms of performance outcomes were the actual skills the students learned directly from the work experience. These were skills the students, for the most part, didn't have before and there was an obvious increase in self-esteem as a result. As mentioned previously, there were skills that were also learned indirectly about the world of work in general (i.e., showing up on time, etc.).

One of the original objectives -- to develop and plan on-grounds woodworking tasks -- was underdeveloped during this initial six-month period. This was partly due to the increased preference the supervisor gave to developing basic skills in the care, use, and safety of the equipment. However, this objective is currently receiving more attention and, perhaps, could have been developed sooner. A more noticeable

unsuccessful aspect of the project was the difficulty several students had with reading, especially in the area of measurement.

Several factors contributed to the success of the module. Most notable are the antecedent efforts which went into the planning of the module. For instance, the work experience environment attempted to duplicate that of real life employment. Hence, a high level of expectancy was communicated in terms of behaviors. Many subtleties went into the construction of this environment. For instance, teachers were called supervisors, time clocks were employed, and real equipment was used to perform both real tasks and on-the-job training. Another factor was the availability of beginning woodworking manuals from the 4-H Woodworking Program (1975). These helped greatly to teach beginning level skills to the students.

The woodworking module re-emphasizes what has been learned about this type of student. Namely, that structured, hands-on work experiences provide these students with a relevant education; one that they readily and eagerly buy into.

As noted previously, more emphasis during this initial six-month period was put on familiarizing and training students in basic woodworking skills and less emphasis was on developing on-grounds woodworking tasks. Although this change was made to enhance the positive outcomes of the module, it is too soon to evaluate its effect. Other changes made to enhance the positive outcomes include less use of printed material and purchasing wider measuring tapes which facilitated reading the markings on the tape.

The experiences of the first six months indicate that a greater emphasis should be placed upon a group process approach to problem solving, both in developing and planning on-grounds woodworking tasks and in focusing on job-related social skills. This would, firstly, allow more changes to be made to enhance positive outcomes and, secondly, would foster the development and fine-tuning of job related social skills that are essential for successful employability.

Module II

The volunteer group was established during the previous grant period. The module remains structurally the same but has increased its enrollment as new placement opportunities became available.

The training takes place at several volunteer placement settings. Students work the first 50 hours as volunteers with no allowances paid. Thereafter, allowances are paid. Time on the job is recorded by the supervisor at the placement agency.

The volunteer module is described in the format of the Contractor's Final Report Outline. The description was written by JBRI staff members, Jean Cloud and Rick Marable, who developed and administer the module.

The objective of this module is to get youths involved in volunteer activities in the community after they have completed a basic pre-vocational skills course. At present, five out of seven boys are volunteering in the community. One student has recently completed an orientation program at a hospital and will start working as a volunteer shortly. A second student will start working at the Society for the

Prevention of Cruelty to Animals (SPCA) when he has earned 'Level II' status in the program.

Three boys in the program have volunteered over 50 hours and have received badges in recognition of that effort. One boy has volunteered for over 200 hours in a hospital. The boys who have been consistent in their performance have received good references from their supervisors. These boys have also increased their knowledge about various occupations in the work world. Work assignments which are located off the JBRI grounds appear to be most desirable to the boys.

One of the serious problems of the project is the difficulty the students are having filling out volunteer and employment applications properly. Other students are somewhat inconsistent in carrying out their responsibilities of being at work on time and going to work consistently. Some boys have refused to go to work on occasion because they simply wanted to do something else. The boys need to understand that their commitment to volunteering is essential to a good reference. The boys also have difficulty making a long-term commitment and following through. Much staff time and volunteer agency time is required to keep abreast of the boys and their programs at various agencies.

The sensitivity of the JBRI staff and the volunteer agencies staff have contributed to the success of this program. Many of the agencies are sensitive to the possible problems, but are committed to the on-going process of helping the boys. Failures have occurred because the boys do not always take advantage of the volunteer opportunities presented by these agencies, and because some boys present placement problems due to their ages.

Most of the students are proud of their volunteer service. They have selected a logo and are in the process of obtaining baseball caps to unify their organization. The name of the career volunteer group is B.R.A.V.O., which stands for Barry Robinson Adolescent Volunteer Organization.

Certain changes have been made to enhance positive outcomes for the group. The time allotted for the group to meet has been increased and the students now have enough time to carry out the business of the organization and to learn about the careers in the world of work. The module also experienced some changes when two teachers were placed in charge of the planning and teaching. The whole group went through the process of learning to work together as a unit with the same goals. The group also has had to assimilate several new boys into the module. With the arrival of the new students, the group had the opportunity to review the goals and purpose of the group.

The experiences of the past indicate that the group should be encouraged to work as a much more independent group, with the supervisor acting as an advisor. The students need to expand their horizons about volunteering also and see the broad scope of activities available to them. The intrinsic value of work has not been internalized and is a goal to be worked on, and continued work is needed for the students to function as a cohesive group. Project staff should be encouraged to continue establishing placements and linkages, and should be available to help supervise at volunteer sites.

As a result of the project, more students want to move into the volunteer group. Additionally, the outside community has become more aware of the presence and function of the James Barry Robinson Institute.

Module III

The food service module is designed to provide on the job experience in food preparation and the maintenance of food service environments. The module originated as a single effort with two instructors. On March 16, it was divided into two functional areas: One concentrates effort on food service delivery tasks such as planning and preparing meals; the other concentrates on cleaning tasks such as dishwashing and environment hygiene to maintain appropriate health standards. The module meets for training on Monday, Tuesday, Thursday, and Friday. Allowances are paid for job performance. The students do their respective tasks every day.

The module is successful in meeting the following standards:

1) to learn to recognize a recipe
2) to learn to read and use some common units of measure
3) to learn to follow directions in a step-by-step order
4) to read a procedure prior to implementing it
5) to develop a procedure for cleaning implements after use.

Some students, of course, do not develop reading comprehension as well as others. This particular limitation may have been an obstacle to

recognizing the difference between learning meal preparation for groups as opposed to dish preparation for individuals, for example. Similar limitations were observed in some students with regard to their ability to make the connection between the individual tasks involved in meal preparation and the end product.

One recommendation for improving performance is to program the training of the students in a more structured fashion. Responsibility among students should be increased so they can become competent enough to prepare meals independent of close supervision. Such an experience may qualify them to enter the food service enterprise.

The organizational and educational activities and the changes that have taken place during this report period are summarized in Table 1. Six sub-programs were in place on October 1, 1980. On January 15, 1981, the two sections of career education were terminated in favor of an orientation program and basic education class for newcomers. Remaining students who were in career education continued their academic training in expanded versions of their respective work exploration modules. On March 16, 1981, two changes were installed among the work exploration modules. First, the woodwork and yardwork modules were combined into a single module. Second, the food service module was divided into two sub-programs: (a) food preparation, and (b) environment hygiene. These changes occurred as a result of changing needs that arise mainly from population turnover.

Task Environment	October 1980	November 1980	December 1980	January 1981	February 1981	March 1981
Organization						
Orientation						
Academic Activities						
Basic Education						
Career Education Section 1						
Career Education Section 2						
Work Exploration						
Woodwork						
Yardwork						
Volunteer						
Food Service						
a) Preparation						
b) Hygiene						

TABLE 1 Sub-program Timetable of Changes

Legend: Δ = Change
o = Start-up

RESEARCH AND DEVELOPMENT

Follow-up is an important research and treatment function within a service delivery organization. It provides information on the effectiveness of the program. It ensures the continuation of treatment when necessary. It provides information relevant to continuing program development. During the past year, JBRI has attempted to establish an informative follow-up system. Sixty-one (61) former clients were identified as subjects. A random sample of thirty was selected to receive the Client Satisfaction Questionnaire (Larsen, et al, 1979) by mail. Five (5) instruments were returned. Home visits produced four completed instruments. The data was not analyzed due to the small response rate. Three reasons were suggested to explain the inadequate response.

1. Crisis situations in the home distracted the clients from responding.
2. Inability to locate former clients.
3. Ongoing program changes disrupted the follow-up effort.

It is, perhaps, desirable to devote time and effort in order to overcome the obstacles to adequate follow-up research.

Prediction is a method of foretelling how a student is likely to perform after receiving some intervention. A JBRI staff member has recommended that a predictor model be developed for the JBRI population. This involves comparing some beforehand measure (pre-test) with some outcome (performance). The pre-test is the predictor variable (x) and

the outcome is the criterion variable (y). (See Appendix B for staff member's example of desired criterion.) When one gathers numbers of x and y pairs of data, such data can be reduced to a regression or predictor curve. Then newcomers to the program may be measured on the predictor variable. The resulting score on the predictor variable may be projected to the predictor curve and across to the corresponding value of the criterion variable. The criterion value is what one would expect from the student after treatment. Such a model has value in establishing realistic expectations and in identifying students who may be inappropriate for the program in the first place. The JBRI program appears to be suitable for developing a predictor model. Consultation is available to assist in such development.

Staff development is a recurring need expressed by staff members. Pre-service training is regarded as a primary need. A two week orientation and training program for all new staff and substitute workers was suggested. This training should impart information on all organizational policies and procedures, the information system, clinical observation and recording, lesson plan development, and adaptability to individual student differences in behavior and ability. In-service training is also regarded as important. This training should include the above topics and be expanded to include the opportunity to keep current with relevant materials and technology via professional meetings and seminars. One such topic to be addressed is that of stress management (burnout) among service delivery staff.

Program development should not be neglected. Several ideas such as on-grounds employment and an off-grounds halfway house have been expressed. Ideas should be encouraged and developed. Forms 1 and 2 presented earlier in this chapter may be of use in organizing and managing activities relating to program development.

Evaluative standards are present at JBRI in the tacit sense, but they need to be made more formal, articulateable, and measurable. For example, most sub-programs at JBRI use some form of behavioral objectives to measure effects. However, the staff are sometimes remiss in stating objectives properly -- that is, in a way they can be measured. Robert Mager (1962) has specified three criteria for a properly stated objective. They are listed below.

1. The objective must specify what the subject will be doing in order to demonstrate the learning.
2. The objective must specify the conditions under which the behavior is to occur.
3. The objective must include the level of minimum acceptable performance.

Human service delivery systems are subject to all manner of evaluation -- formal or otherwise, valid and invalid. Consequently, it is important to understand the multiple prospectives or audiences the program may be accountable to in some fashion (Attkisson, et al, 1978). Audiences include service providers, administrators, legislators, regulators, funders, and last, but not least, the clients. It is

important to develop evaluative standards (i.e., comparisions) that are relevant to the various audiences. Evaluation involves adopting a set of standards, defining the standards, specifing the class of comparision, and deducing the degree to which the program meets the standards. Differing perspectives may cause certain standards to conflict (i.e., capital development vs. other options of program development). It is crucial to determine the trade-off ratios among conflicting standards and communicate such trade-offs to all concerned. Stated otherwise, the conflicting standards should be made clearly visible to all concerned so that an informed judgement may be made regarding future development. The reference here is to opportunity cost. If resources are expended for a certain purpose, then that decision involves the cost of not only supporting the intended purpose, but also the social cost of not mounting alternative measures such as performance in meeting mandated objectives. Usually no single course of action is flawless. The moral of the story is to weigh the trade-offs based on information provided by all relevant parties.

Knowledge development appears to be the keystone which has the potential of providing a unified purpose to the multiple perspectives of a service delivery program such as JBRI. That is not to say that service delivery is subordinate to the development of knowledge. It is to say that all those involved have a stake in understanding what they are doing, no matter what their perspective may be. We all tend to interpret events in ways that support our individual value preferences but some perspectives may be more valid than others. This

project is in its third phase of development -- a time when procedures can be specified to reach a unified purpose. A training manual may be written to structure activities within the project and to dissiminate to others who may wish to replicate the program elsewhere.

V. CONCLUSIONS

The results described in this critical review support the view that the JBRI program has merit and value. The methods used are ethical and are likely to result in future benefits. Although the outside funding level has decreased, the quality of service has been maintained and, perhaps, improved as a result of innovation, experimentation, and experience. The project has shown social value because it is providing a service that is clearly wanted and needed by its clientele. The project appears favorable in terms of opportunity cost as well. Opportunity cost refers to the cost of supporting a specific program as opposed to alternative solutions to the problem of providing adequate and efficient programs to those in need of service.

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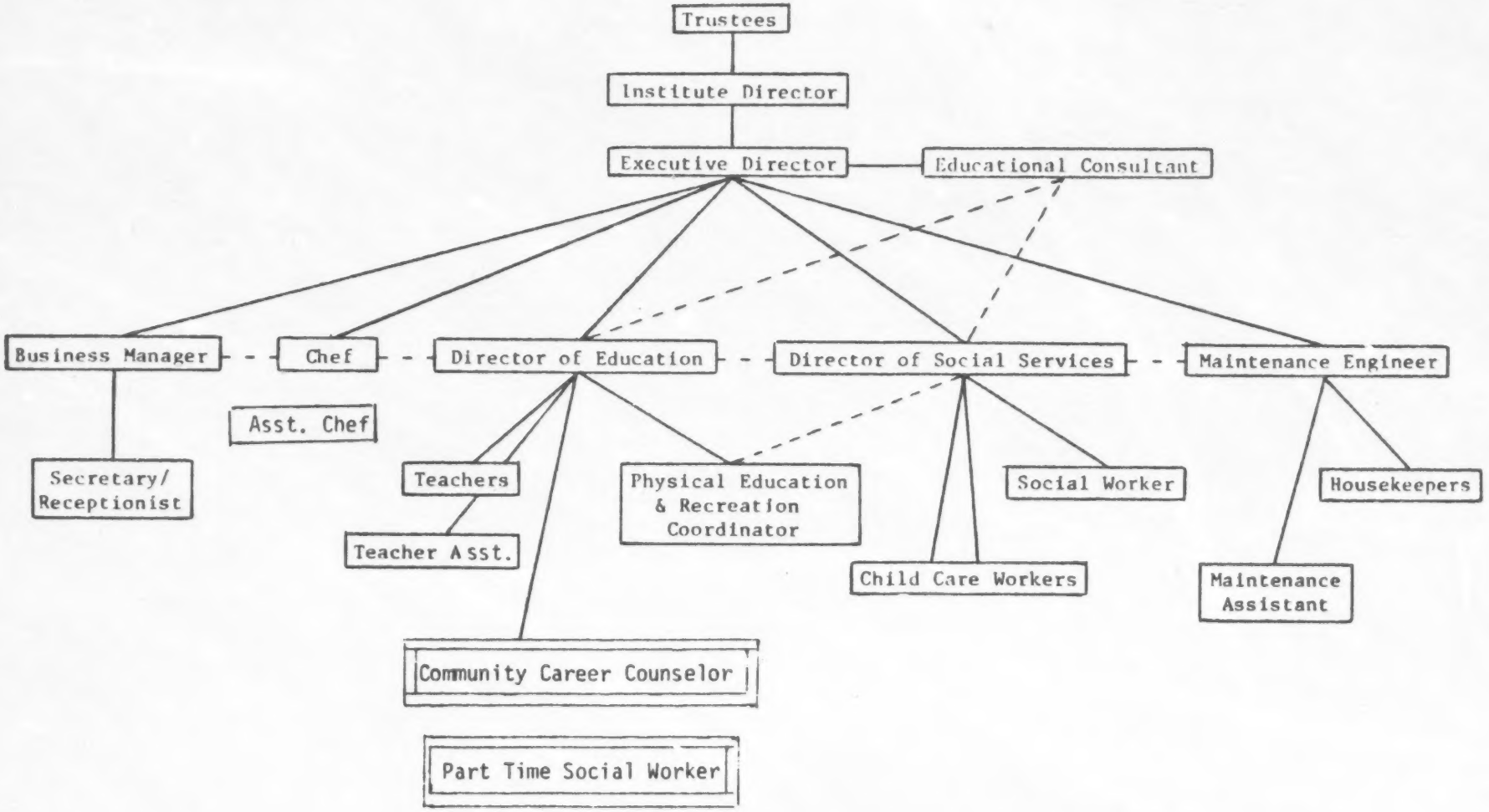
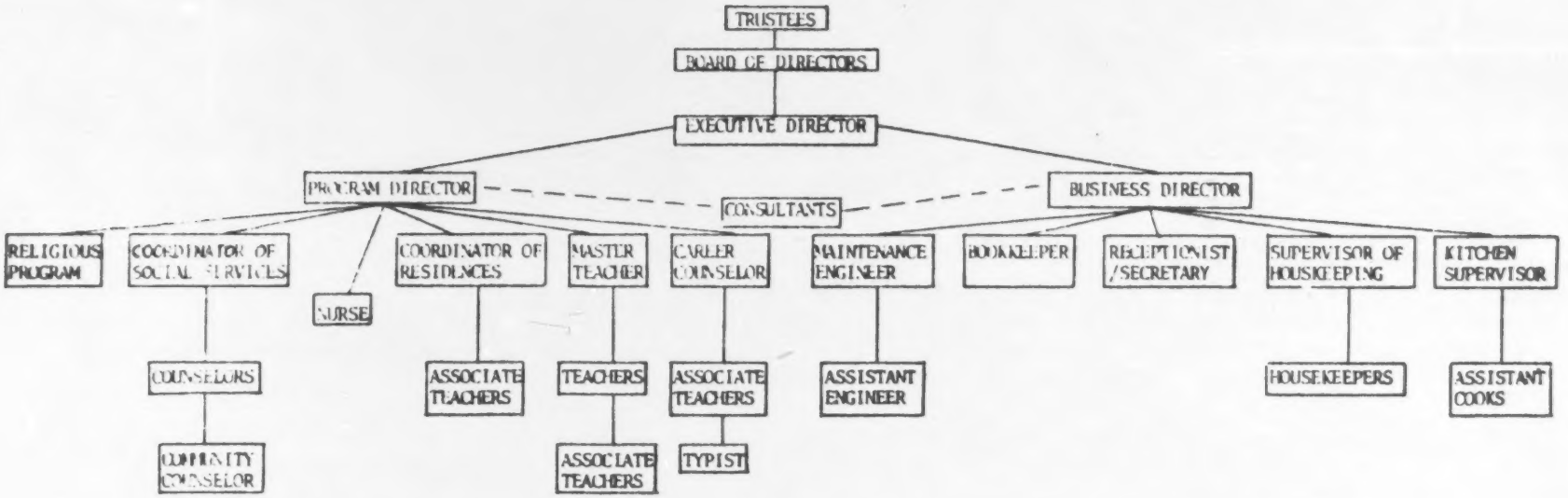
APPENDICES

APPENDIX A



ORGANIZATIONAL CHART PRIOR TO 3/6/81



3/6/81

ORGANIZATIONAL CHART AFTER 3/6/81

APPENDIX B

Common Affective Domain Competencies
of Students in Vocational Areas

1. *Develops some awareness of evaluating interests and abilities with realistic occupational goals.*
2. *Accepts need for accuracy in businesses, industry, and education.*
3. *Generates work independently without constant supervision.*
4. *Practices care of occupational possessions (tools).*
5. *Follows directions.*
6. *Displays promptness in work.*
7. *Practices safe work habits.*
8. *Practices a safetyminded and knowledgeable approach to work at all times.*
9. *Practices good health habits.*
10. *Practices care for good personal appearance, character traits, and attitudes.*
11. *Possesses a sense of responsibility for providing service.*
12. *Assumes responsibility for the property and safety of the customer.*
13. *Gains personal satisfaction from gainful employment.*
14. *Displays personal desire to get along with others.*
15. *Derives personal satisfaction in accomplishment of quality of work.*

1 . *Accepts the need to verify work in business accuracy.*

Maintains sound professional conduct.

Holds information confidential in his/her work.

Prefers positive attitudes about work.

Accepts dignity of work.

Accepts and practices loyalty, honesty, and trustworthiness.

Attempts to utilize effective decision-making processes

Utilizes the ability to think through problems.

Displays realistic desire to work.

Develops resourcefulness in the work environment.

Understands the concept of work and the human satisfaction found in work.

Demonstrates perseverance in accomplishing a job.

Source: A. G. Porreca and J. J. Stollard, Common Affective Domain Competencies of Students Among Vocational Areas, final report, research series No. 47 (Nashville, Tenn: Tennessee State Board of Education, Tennessee Research Coordinating Unit, University of Tennessee, College of Education, 1975), pp. 16-18.